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This study was designed to describe the status of the present educational programs in the correctional institutions of Arizona and to further evaluate the potential of each institution and its inmates for additional offerings which might be possible. Data were obtained from: (1) interviews of inmates, (2) personal records, (3) organizational data sheets, and (4) personal observation. The subjects were from two correctional institutions in Arizona. A review of literature on topics such as: (1) need for education, (2) the average age and length of sentence of inmates appear to provide enough time for the inmate to obtain a considerable amount of education in occupational upgrading, (3) present programs reach only a minority, and (4) teachers and materials are inadequate. Recommendations include: (1) inmate participation needs to be emphasized, (2) counselors need to be included in the educational program, (3) follow-up after release is necessary, and (4) placement services are necessary. (Author/KJ)

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PROJECTIONS
for
CORRECTIONAL PROGRAMS
in
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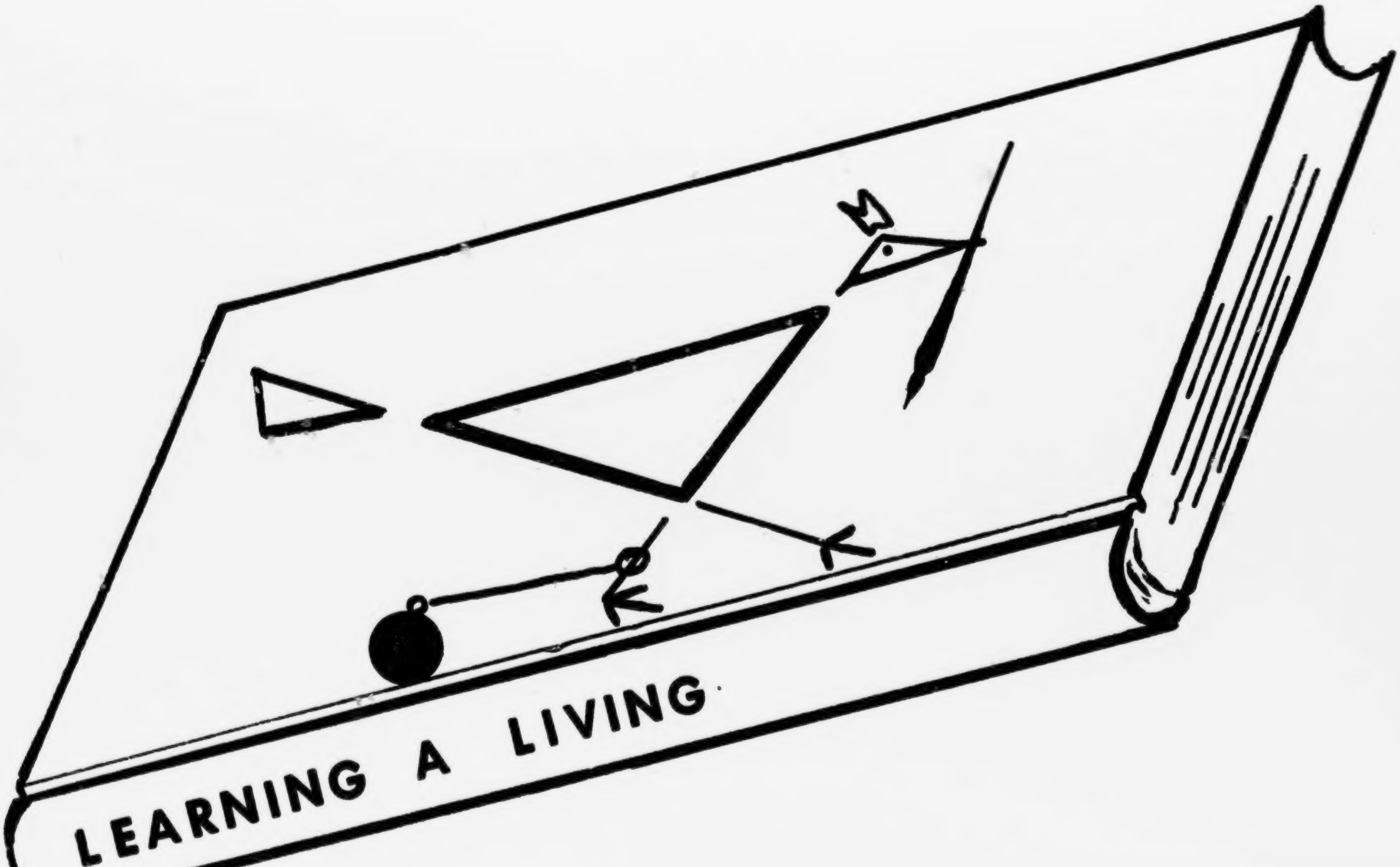
LEARNING A LIVING

CG 003 995

FOR ARIZ. DEPT. OF CORRECTIONS

by

JOHN GLENN

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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This study was financed through the joint cooperation of the Arizona State Department of Vocational Education (J. R. Cullison, Director), and the Arizona Division of Vocational Rehabilitation (M.W. Holdship, Director).

Additional copies of this report may be obtained by contacting the Arizona Research Coordinating Unit, 1333 West Camelback, Phoenix, Arizona, 85013 (Dr. A. Lee, Director).

April 11, 1969

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SECTION I

INTRODUCTION

Statement Of The Problem

In order to provide background information for those who are reading this report, but yet not directly involved, some information concerning the nature and origin of this problem will be briefly discussed. The author of this report was contacted late in January, 1969, by the Assistant State Director of Vocational Education with a request for assistance in acquiring information upon which to base decisions concerning the extent and direction of future cooperation between the Arizona Department of Corrections and other interested State and Federal agencies in educational projects being conducted in Arizona Institutions of Corrections.

Shortly thereafter, a proposal was submitted to the Assistant State Director of Vocational Education suggesting priorities of study. Financial and personnel arrangements necessary to conduct such a study were made by the Director of the Arizona Research Coordinating Unit in cooperation with the participating governmental agencies.

The ancient theory that damage and injury to persons and property can be more effectively reduced by using prisons for punishment and retribution must necessarily be accompanied by a reference to their rehabilitation theory of penology, since many points in each theory are dichotomous. Although this debate on the punitive versus the rehabilitation theory has been the object of numerous writings and discussions by both laymen and experts, it has recently become one-sided in favor of the rehabilitation theory. Nevertheless, the argument has not been conclusively ended in the majority of industrial and pre-industrial countries. Writings in favor of the punishment theory by currently recognized penologists are extremely rare. However, those that do exist would insist that the objective of such punishment be purposeful rather than merely retributive.

As previously implied, it is apparent that currently prominent penologists in this country are generally agreed that the prisons of our country will best serve the purpose assigned to them by society if their major emphasis is on correction and treatment, rather than punishment and retribution. This assumption is supported not only in many major writings, but also is evident in various other ways. For example, a great number of state institutions which were formerly called penitentiaries have adopted the term correctional institution to correspond with newer philosophy and objectives. Arizona is indeed fortunate in that the top echelon administrative staff in the system of corrections have exhibited through their actions that they believe wholeheartedly in the correctional theory.

Although very few authorities would claim that the rehabilitation process could even remotely hope for 100% effectiveness in every case, they are in general agreement that a substantial percentage of the incorrigible cases may be helped in their adjustment to the prison environment. The new State Director of Corrections in Arizona has, through his willingness to cooperate, exhibited a desire to strive for optimum efficiency in rehabilitating those convicted of crimes against society.

In almost every case, this same desire and spirit of cooperation has been expressed and carried out by the administrative staff at the institutional level.

Purpose Of The Study

The primary purposes of this study were to describe the status of the present educational programs in the correctional institutions of Arizona and to further evaluate the potential of each institution and its inmates for additional offerings which might be possible. In other words, an attempt was made to collect, tabulate, and analyze to a limited extent, those data which would permit the cooperating agencies to more objectively ascertain the extent and the direction of future cooperation between the Arizona Department of Corrections and these cooperating agencies. More specifically, the study was concerned with providing answers to the following questions:

1. What is the status of the general education program?
2. What is the status of the vocational education program?
3. What are the inmates' perceptions of the quality of correctional institution educational programs as compared to other organized educational experiences they have had?
4. What factors, other than ability, do inmates express as potential barriers to occupational entrance and advancement?

5. What needs are exhibited for general education among the inmates in the state correctional institutions?

6. What vocational education needs are exhibited by the inmates in Arizona correctional institutions?

7. What is the potential for success in general in vocational education programs by the inmates?

8. What structural and functional barriers exist to prohibit extended and improved educational programs in the correctional institutions of Arizona?

9. What do the inmates perceive as their greatest educational needs?

Limitations Of The Study

This study was concerned only with educational programs offered in the Arizona State Prison at Florence and the Arizona State Industrial School at Ft. Grant.

The completeness and accuracy of the information and data recorded on educational and personnel records were limiting factors, as were the extent and accuracy of responses of the participants to be questioned on the information forms and the interview schedules.

Although information concerning educational programs and instructional staff members was parametric in nature, inmate information at both the Arizona State Prison and the Arizona State Industrial School was limited to the extent that the random sample selected was representative of the inmate population as a whole.

Sources Of Data And Method Of Study

Data for this study were obtained from the following sources:

(1) information from the inmates of the two institutions was obtained by interview utilizing the services of researchers employed by the Arizona Research Coordinating Unit: (2) information from the personal records on the inmate population; (3) information contained in the organizational data sheets for the respective programs was obtained through interviews with educational personnel at the institutions; (4) personal observation of the researcher.

The Assistant State Director of Vocational Education obtained preliminary clearance to conduct this investigation from; (1) the State Director of Corrections, (2) the Director of the vocational program at the Arizona State Industrial School, Mr. Edwin Sorensen, Eastern Arizona Junior College; (3) the Director of the vocational program in Arizona State Prison at Florence (Mr. Dale Gibson, Central Arizona State College).

A random sample of the inmate population of each institution was selected for inmate information purposes. Data which reflect inmate opinions and inmate personal information was derived from these samples.

Related Research

A review of the literature revealed, as far as the researcher could ascertain, no study devoted solely to prison education. An extensive review of books and professional journals of penology in related fields revealed widespread concern with education as a method of inmate rehabilitation. However, for the purpose of this brief study, only those few studies which are related in either content or methodology have been reviewed. The relatively short period of time the rehabilitative philosophy has gained wide acceptance tends to have limited the amount of research that has been completed. The even shorter length of time that federal agencies have been participating in these programs further reduces the amount of material available.

A considerable number of studies have been completed which are directly concerned with the parole movement and parole effectiveness, and indirectly connected with numerous elements which contribute to the success of the parole. One of the elements which contributes to the success of the parole has been correctional education. Although a few small studies have been directed at certain phases of educational programs, the majority of research which was reviewed has been done as an appendage to some other major area of interest.

Research which was reviewed is divided into the four following categories: (1) need for education; (2) intellectual ability; (3) motivation; (4) prison education and recidivism. These topics appear to be the major areas of research in the field of correctional education. Category number one is concerned with ascertaining whether or not the typical inmate has a genuine need for general and vocational education advancement. Category number two is concerned with the inmate's intellectual capacity to effectively participate in educational programs. Category three is concerned with the inmate's desire to participate and four, with the effects these programs have on recidivism. This study will be directly concerned with the first three categories as they apply to Arizona. Unfortunately, it is impossible to do any effective research into the fourth category, that of prison education and its effect on recidivism, since Arizona correctional institutions have not been engaged in educational efforts long enough to objectively evaluate their effort on the basis of recidivism.

Need For Education. An extensive study of prison parole systems in related influences was recently completed and reported in book form. This long-term study was financed by the Ford Foundation and directed by Dr. Daniel Glaser, a research sociologist at the University of Illinois. This book, *The Effectiveness Of A Prison And Parole System*,[1] was based on extensive observation, large number of interviews, and the study of numerous case records. Several assistants spent an entire year in each of five different institutions of the Federal Prison Service and the second year in several U.S. probation and parole offices. The research methods involved some thousands of federal prisoners and ex-prisoners.

Although this research dealt with many parole and related topics, the sections on prison education and work for prisoners are related to this study in a few respects. Dr. Glaser reported that prison inmates in his sample had a median educational level of the fifth or sixth grade. He also found that from ten to more than thirty percent of the inmate population, depending on the institution, were classified as functional illiterates. One-sixth of the sample of 1965 Federal prison releasees had not advanced beyond the fourth grade, including one-fourth of the releasees who were 41 years of age or older.

A study by Price Chenault reported in *Contemporary Correction*[2] in 1951 indicated that only 1 to 3 percent of the men in prison at that period had completed high school.

Intellectual Ability. Studies have been conducted to ascertain the intellectual ability or capacity of the inmate population to participate in, and profit from, educational experiences. One pertinent study conducted by the State of New York Department of Corrections and reported in 1961 indicated that, although inmates were educationally deficient, they *were not* markedly different from the general population with respect to intelligence. They reported that their sample had a median I.Q. of 101.2 with 1.5% less than 60 I.Q.; 11%, 60 through 69; 13.2%, 80 through 89; 21.5%, 90 through 99; 24.8%, 100 through 109; 18.5%, 110 through 119; 8.1%, 120 through 129; 1.5%, 130 or higher.[3]

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[1] Glaser, Daniel, *The Effectiveness Of A Prison And Parole System*, (New York: Bobbs-Merrill Company, 1964), p. 9.

[2] Chenault, Price. "Education," *Contemporary Correction*, (New York: McGraw-Hill, 1951), p. 44.

[3] New York Department of Corrections, *Educational Achievement Project On Male Adolescent Offenders, June 1957 through May,1958* (Albany, New York, 1961), p. 33.

Motivation. Most studies on prison educational programs have measured motivation indirectly or by the voluntary participation rate. Whether this voluntary participation does indeed give a true reflection of an aspiration for self betterment, or is just the result of extrinsic pressure, or taking the path of least resistance, has yet to be discovered. It may only be that the school opportunity is the most attractive alternative open to the inmate. However, data presented in this study in later sections would tend to negate this theory. The educational programs are not inherently attractive and intrinsic motivation to participate is often not forthcoming. Therefore, the most immediate assumption would be that voluntary participation would indeed indicate motivation.

In Glaser's study, a card containing the following nine statements was presented to the inmate interviewees under the heading "What An Inmate Might Try To Get Or Do In Prison And Why:" (1) getting the most comforts and the most pleasant assignments possible in prison in order to "do" the "easiest time" possible, (2) keeping from being "pushed around" or given a hard time by other inmates; (3) avoiding segregation or other prison punishment; (4) learning a trade or getting more school credit, to help get a better job on the outside; (5) improving abilities or knowledge for some reason other than getting a job; (6) learning how to commit crime more successfully; (7) getting one of the paying jobs in prison; (8) being more conscientious about religion; (9) trying to improve oneself psychologically.[4]

Item number four was among the first three choice(s) of 94% of the inmates at the Ashland, Kentucky, Prison. It was the first choice of 67% of the inmates at Leavenworth Penitentiary. Even though item number four had a low first choice rate (53%) at one maximum security prison, it was still the major interest expressed by inmates in all the prisons in the study.

A study by Roger Gwartney on educational program completion at El Reno Federal Reformatory in Oklahoma found the following school problem data to be of significance:

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[4] Glaser, op. cit., p. 265.

[5] Gwartney, Roger L. "Literacy Training At El Reno Reformatory" Journal of Correctional Education, Vol. 17, No. 4, (Oct., 1965), pp. 23-25.

Enrollments	297
Completion	134
Terminations (totals)	104
Releases	42
Transfers	34
Lack of ability to progress	3
Removed for adjustment reasons	14
Reached the limit of learning ability	44

These data present the following pictures; (1) percent of completion, 45, (2) percent of terminations, 35; (3) percent remaining in program, 20. The researcher rated the motivation to complete a program as extremely high since most of the unsuccessful completions were due to factors beyond the inmates' control.[5]

Prison Education And Recidivism. One of the foremost criteria used to evaluate the success of correctional institution educational programs has been the effect the educational program has on recidivism rates. One of the earliest, and most thorough, based on a sample of 1,762 men paroled from a Wisconsin institution in the 1936 to 1941 period, indicated that recidivism rates were considerably lower for men enrolled in educational programs than for those not so enrolled.[6]

The study conducted at the Michigan State Prison in 1962 by S. J. Saden consisted of a comparison of students and non-students in a follow-up of 1,000 parolees between 1945 and 1949. In this study, 74% of the students had successful paroles as opposed to 64% of the non-students. The author reported this difference to be statistically significant at the .01 level.[7]

Glaser did a variation of the above mentioned investigation. He compared parole failure with duration of prison school attendance in three categories: none; under 6 months; seven months or more. When contrasted in this manner, the difference was significant at the .01 level. The length of the inmate school attendance was positively correlated with parole success.[8]

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[6] Schnur, Alfred C. "The Educational Treatment Of Prisoners And Recidivism," American Journal of Sociology, Vol. 54, No. 2 (Sept., 1945), pp. 142-147.

[7] Saden, S. J. "Correctional Research At Jackson Prison," Journal Of Correctional Education, Vol. 15, No. 4, (Oct., 1962) pp. 22-26.

[8] Glaser, Daniel. The Effectiveness Of A Prison And Parole System, (New York: Bobbs-Merrill Company, 1964), p. 278.

Another major study of parole success in relation to education employed another variation in method. A. W. Cochran, in a tightly controlled study, found a difference in the parole success rates of program participants and non-participants to be significant at the .01 level. He then made comparisons between selected types of courses to ascertain whether or not one or more showed a greater differential effect on the parole success rate. The four groups concerned were: (1) literacy classes; (2) secondary classes; (3) correspondence classes; (4) vocational classes. Although relatively high differences were discovered, none were statistically significant.[9]

Need For The Study

The number of Americans to become prisoners in some type of public confinement centers annually is over the 2 million mark. According to various sources, between 92 and 99% of this number are eventually released. Most of these releases occur within three years after confinement.[10] Precise figures are not available as to the number of reconfinements. John Martin suggests that recidivism rate is between 60 and 70%.[11] Estimated figures of between 2/3 and 3/4 recidivism abound in the literature of criminology and related fields.

Although these recidivism rates have been suggested as being too high by recent authorities, slightly lower figures would not be consoling to the criminologist, the sociologist, the educator, and collectively, the taxpayers. A recidivism rate as low as 50% would still indicate that rehabilitative efforts have yet to approach excellence. Programs and efforts to lower the return rates and raise rehabilitative success rates may be discovered by the trial and error method, but research on new methods and evaluation of existing practices offer a great deal of promise. The fact that the concerned agencies in Arizona were interested enough in the future of the inmates in the educational programs to conduct this study is meritorious in itself.

Fiscal and time limitations will not permit a comprehensive analysis of all the data collected in this report by the author of this report. It must be assumed, and rightly so, that the panel to which this report is directed has had sufficient experience to interpret the information and utilize it effectively in light of the objective of their particular agencies.

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[9] Cochran, A. W. "Is Education Of Value To The Inmate?" Journal Of Correctional Education, Vol. 17, No.2,(April,1965), p. 22.

[10] Glaser, Daniel. op. cit., p. 3.

[11] Martin, John B. Break Down The Walls,(New York: Ballentine Books, 1954), pp. 233-234.

SECTION II

STATUS OF THE VOCATIONAL EDUCATION PROGRAMS IN ARIZONA CORRECTIONAL INSTITUTIONS

As previously mentioned, the best single measure of the effectiveness of any vocational education program is the degree of success which its graduates achieve. More specifically, the following four items offer specific criteria upon which program effectiveness may ultimately be evaluated:

1. How many of the program graduates are placed in the occupation for which they were trained?
2. How do the program graduates progress as compared to those who have not had such training?
3. To what extent does the program help alleviate the local inequities in labor supply and demand?
4. To what extent does the program decrease previous recidivism rates?

The reader can readily understand why no objective evaluation of Arizona's Correctional Institution Vocational Programs can be undertaken, when he realizes the programs have been in operation for less than one year. In this brief period, there have not been sufficient program graduates released from prison to warrant such an evaluation.

Information presented in prose form in this section of the report will be correlated with data presented in the organizational data sheets found at the end of this section. This information is not intended to be as evaluative in nature as it is descriptive. It is hoped that this material will provide the reader with some basic insights into the basic structure and organization of the vocational education programs.

In each topic presented, the author will attempt to offer a brief explanation of the rationale for including such material, and will project a brief analysis of the information. No attempt will be made to offer a comprehensive analysis of the data. Time will not permit such an extensive analysis and it should be left up to the responsible officer in each of the participating governmental agencies to interpret the data in light of their own basic objectives.

Item one presented on the data sheets at the end of the chapter indicates that neither the vocational program at Arizona State Industrial School or the vocational program at Arizona State

Prison is compulsory in nature. While no correctional agency in the nation forces an inmate who lacks job skill to participate in vocational education programs, almost all of them highly recommend that the inmate participate in such programs, especially if he exhibits a potential for success in rehabilitation. A variety of intrinsic types of motivation are employed to get the inmate to realize the importance of having saleable occupational skills upon release. However, it would be just short of disaster if all inmates at Arizona State Prison who have the potential for succeeding in a vocational program were to suddenly be motivated to participate, since presently training opportunities exist for about 10% of the potential.

Item two of the vocational data sheets indicates that both of the vocational programs in the Arizona Department of Corrections require general education prerequisites to program participation. Both of these requirements seem to be quite realistic, in that a good basic education is generally necessary for success in most growing occupational fields.

The diagnostic instruments which are used for screening potential vocational students at both institutions appear to be appropriate as basic instruments. These instruments are the same used by the Bureau of Employment Security on a national basis and for which long-term norms have been established. Although the General Aptitude Test Battery was not previously used at Arizona State Prison, the writer is informed that all incoming inmates will be given this test, and efforts will be made to test older inmates who did not have a previous opportunity. Although the inmate is released from other duties to participate in educational programs in these institutions, if he so requests, it is sometimes unwise (from a job security or financial standpoint) for him to do so. This problem will be undertaken later in this unit.

Items number six through eleven presented on the data sheet at the end of this section indicate that the instructional staff members in the vocational programs of these two institutions not only meet the minimum academic and occupational requirements for certification, but frequently have gone steps beyond that in their educational preparation. Although below the Arizona average salary for teachers, the fringe benefits offered these instructors in lieu of salary act as an equalizer. It is suggested that, at the present, starting salaries do not appear to be a deterent in attracting additional vocational staff members or in retaining the current staff.

The potential that exists for earning a salary by certain inmates at the Arizona State Industrial School at Ft. Grant appears to have the potential for providing negative motivation to upgrade oneself vocationally. A young inmate at this institution who comes from an economically depressed home situation would find the possibility of earning some money while confined somewhat more attractive than going to school and doing without certain luxuries. A number of inmates at this institution expressed this as a reason for not attending the vocational program. This situation does not exist at the Arizona State Prison at Florence.

As indicated in item fifteen, legal, financial and administrative provisions exist for operating a placement service for vocational program graduates who are being released from prison. If the program which has been planned is put into operation, Arizona will have a correctional institution placement service much superior to the one which now operates in the federal system of prisons. At present in the federal system, there are only a total of 12 employment placement officers; 7 are employed in regular federal penal institutions and 5 in special pre-release guidance centers. Although many parole officers try to assist parolees in finding jobs, they have such a large case load in many cases that they are unable to provide the necessary individual attention. The provisions for graduate follow-up programs which are indicated in item 16 are an essential part of the total vocational program. Unless the inmate graduate can be followed up, realistic program evaluation and revision is next to impossible.

Although administrators of both educational programs indicated that vocational counseling was provided for potential vocational students prior to their selection of a training area, it was indicated that this service was being conducted by other agencies at the present. Presently, the vocational counseling at the Arizona State Industrial School at Ft. Grant is being conducted by the vocational education coordinator. Although this person has done an admirable job to date, he is not a certified vocational counselor. It was indicated that budget provisions had been made to hire 3 guidance counselors for the Arizona State Prison. However, upon further inquiry, it was learned that none of the 3 are designated specifically as vocational counselors.

ORGANIZATIONAL DATA SHEET FOR ARIZONA CORRECTIONAL INSTITUTIONS

Vocational Education Programs

Item	Arizona State Prison	Ft. Grant
1. Is vocational education compulsory for any inmate	No	No
2. Are there general education prerequisites to vocational program participation	Yes (G.E.D. or H.S.)	Yes (8th grade)
3. Diagnostic instruments used for screening students in the vocational program	C.A.T.,G.A.T.B.,Otis	G.A.T.B.
4. Are these test- given to all potential vocational students	Yes	Yes
5. Is the inmate released from other duties to participate in the vocational program	Yes	Yes
6. How many certified instructors teach in the vocational program	4	9
7. What is the average annual salary of the vocational instructional staff	N/A	$6.637.00
8. What is the range of salaries of the vocational instructional staff	N/A	$5200-$7600
9. How many vocational instructors are at the Masters & 1 year level	3	0
10. How many of the vocational instructors are at the Bachelors Degree level	0	0

ORGANIZATIONAL DATA SHEET FOR ARIZONA CORRECTIONAL INSTITUTIONS

Vocational Education Programs (Contd.)

	Item	Arizona State Prison	Ft. Grant
11.	How many of the vocational instructors are at the 0-2 years of college level 1	1	8
12.	Is it possible for an inmate to earn money working in either prison industries, or on contract jobs	No	Yes (maximum $48 per month)
13.	Does the inmate student receive a financial stipend	No	No
14.	To what extent does the loss of income affect vocational enrollment	N/A	Very much
15.	Do legal, financial and administrative provisions exist for operating a placement service for vocational program graduates	Yes	Yes
16.	Are graduate follow-up programs to be utilized	Yes	Yes
17.	Is vocational counseling provided to potential vocational students prior to selection of their training area	Yes	Yes
18.	How many certified guidance counselors are employed by the institution	None(budgeted for three)	None
19.	Who is currently providing the vocational counseling service	Vocational Rehabilitation	Vocational Coordinator

SECTION III

STATUS OF THE GENERAL EDUCATION PROGRAMS IN ARIZONA CORRECTIONAL INSTITUTIONS

Disadvantaged juveniles and adults are characterized by a variety of distinctive educational, personal,social, and occupational handicaps. Programs which are designed to train these institutionalized offenders only in occupational skills more frequently than not meet with failure. This failure is not inevitable. It is merely the result of the violation of one of the basic tenets of sound vocational education; that is--optimum efficiency in the vocational education of a student is nearly impossible without first providing a sound, basic general education. The adult inmate who can not read Dick and Jane can hardly be expected to read an automotive repair manual. The inmate who has not mastered basic mathematics can not hope to comprehend a Descriptive Geometry course essential for being a top-notch draftsman. While it may appear to some to be unnecessary to include this rationale as justification for including this general education section in the study, it is suggested that there are still many in educational circles (academicians not excluded) who would say "If he can't succeed in basic general education, send him to vocational education."

Although the agencies which will be acting as primary consumers of this information are not directly concerned with general education, it was deemed essential that at least basic descriptions of existing general education programs be provided, since this is the foundation upon which vocational education must build.

As in the previous section, the author of this report will attempt to offer a brief explanation of the rationale for including such material and project a brief analysis of such information. However, objectives of the study and time limitations will not permit a comprehensive analysis of the data.

The material presented in this section is designed to cover those educational programs located at the Arizona State Prison at Florence and the Arizona State Industrial School at Ft. Grant. In the Arizona State Prison, an institution containing approximately 1650 males and 65 females, the highest general education grade level which is actually taught is the eighth grade. At Ft. Grant, the Arizona State Industrial School, a medium security institution of 308 males, pedagogically organized classes are taught up to and including the twelfth grade.

Item four in the organizational data sheet presented at the end of this section indicates that only 160 of the 1650 inmates at Arizona State Prison are enrolled in the general education program, (roughly 10%). At Ft. Grant, over 131 of the 308 males are enrolled in the educational programs (constituting over 32%). Some of the reasons for this extreme difference in percentages of attendance can be seen in items 5a and 5b. While no attendance in educational programs is compulsory at the Arizona State Prison, school attendance until achievement of 8th grade diploma, or until released from the institution, is mandatory at Ft. Grant.

In both institutions, the inmate is released from duties upon request to participate in the general education programs. Students in the general education program at Arizona State Prison attend class for an average of three hours per day, while at Ft. Grant an eight-hour educational day is standard practice.

In line with recent trends in adults basic education, specialized workbook and textbook materials are utilized at Arizona State Prison for the adult learner. At Ft. Grant, standard elementary and secondary education textbooks, such as are used in the public schools, are utilized. As indicated in item number 10, both institutions utilize the California Achievement Test to ascertain student grade placement. Although educational personnel at both institutions indicated that 8th grade diplomas and G.E.D. certificates were issued, the name of the correctional institution does not appear on these documents.

As in the vocational education programs in institutions, the instructional staff in general education appeared to be well qualified and do meet the basic minimum requirements for State teacher certification in their respective teaching area.

In item number 22, it is indicated that there are 6,000 volumes in the Arizona State Industrial School library and 12,000 volumes in the Arizona State Prison library. When investigated, it was discovered that, at present, no budget is authorized for replenishing and upgrading library materials. The quality and quantity of the volumes in the library depend generally upon sporadic contributions from various agencies and philanthropic groups.

In order to supplement the institutional libraries, arrangements have been made by these institutions for inter-library loans with other institutions and State agencies.

As indicated in items 25 and 26, existing classroom facilities are adequate for present enrollments in both general and vocational education programs in both institutions. However, administrators in both institutions indicated that expansion of either program (vocational or general education) would require additional building facilities.

The last two items in the organizational data sheet warrant considerable attention from the reader. It is indicated here that while 75% of the adolescent inmates at Ft. Grant with less than an 8th grade education are enrolled in the educational program, only 32% of those with less than a high school education are enrolled in a corresponding program. At Arizona State Prison, only 25% of the adult inmates who have less than an 8th grade education are enrolled in educational programs, and only 20% of those with less than 12th grade education are enrolled in a corresponding program. Is it because they do not have the potential for success in these programs? This will be discussed in later sections.

ORGANIZATIONAL DATA SHEET FOR ARIZONA CORRECTIONAL INSTITUTIONS

General Education Programs

	Item	Arizona State Prison	Ft. Grant
1.	Institutional classification	Maximum security	Minimum security
2.	Institutional population	1645 males,63 females	308 males
3.	Highest grade level taught	8th grade	12th grade
4.	Present general education enrollment	160	131
5.	Is general education attendance compulsory	No	Yes
5a.	What part is compulsory	None	8th grade diploma
6.	Is the inmate released from duties to participate in the general education program	Yes	Yes
7.	Average number of class hours per day attended by full time students	3 hours	8 hours
8.	Average number of class hours per day attended by part-time students	N/A	4 hours
9.	Public school textbooks used	No(adult basic)	Yes
10.	Diagnostic instruments used to determine grade placement	California Ach. Test	S.R.A. I.Q. Calif. Achievement Test
11.	Is high school diploma awarded for completion of requirements	Yes (Dept. of Publ. Inst.)	Yes

ORGANIZATIONAL DATA SHEET FOR ARIZONA CORRECTIONAL INSTITUTIONS
General Education Programs (Contd.)

	Item	Arizona State Prison	Ft. Grant
12.	Is the program accredited by North Central Association	No	No
13.	Number of full time instructors	3	13
14.	Number of part-time instructors	0	3
15.	Are all instructors certified	Yes	Yes
16.	Average annual salary	$9,999 (12 months)	$5,280 _9months)
17.	Instructional staff salary range	$8,400-$10,200	$5,280-$5,280
18.	How many of the instructors are at the Master's degree & 1 year level	2	0
19.	How many of the instructors are at the Masters level	0	0
20.	How many of the instructors are at the Bachelors degree level	1	0
21.	Approximately how many volumes are in the institution library	12,000	6,000
22.	Are library facilities always available to inmate students	Yes	Yes
23.	Are arrangements for inter-library loans operational	Yes	Yes

ORGANIZATIONAL DATA SHEET FOR ARIZONA CORRECTIONAL INSTITUTIONS

General Education Programs

Item	Arizona State Prison	Ft. Grant
24. Approximately how many volumes are borrowed through this loan arrangement annually	2,000	1,000
25. Are classroom facilities adequate for existing enrollments	Yes	Yes
26. Are facilities available for a considerably expanded program	No	No
27. What percent of the inmate population with less than eighth grade education is enrolled in the educational program	25%	75%
28. What percent of the inmate population with less than 12th grade education is enrolled in the educational program	20%	32%

SECTION IV

EDUCATIONALLY SIGNIFICANT PERSONAL AND SOCIAL CHARACTERISTICS OF INMATES IN ARIZONA CORRECTIONAL INSTITUTIONS

The prisoner who leaves an Arizona correctional institution to enter or re-enter the labor force is handicapped by a lack of socially acceptable occupational skills, as well as his criminal record. Roughly 5% of the total correctional institution population of Arizona are released from prison each month. This amounts to approximately 100 people from both institutions. If those among that 100 who are occupationally ill-equipped are not given an opportunity to upgrade their work skills and knowledge, it is very likely that they will return to these institutions to again be supported by the taxpayers. This statement is supported by the Department of Corrections statistics which indicate that well over 50% of the people confined are there for at least the second time. When the public permits an inmate to leave such an institution no better equipped to enter the labor force than when he entered, it makes it extremely difficult for this inmate to find employment in a society which already has an abundance of unskilled labor. The inmate's lack of education and no vocational skills, coupled with a long history of unemployment, undoubtedly contribute to his inability to adjust to the world of work and are apparently significant factors in the high rate of return (recidivism) which was previously discussed. While the annual cost to the taxpayers for maintaining our nationwide penal system has been estimated at over 2 billion dollars, only a very small percentage of this amount is currently being utilized for educational purposes.

In addition to the inmates' lack of occupational skills, his general education and resulting social behavior often leave much to be desired. To assume that his associations with other inmates during confinement will improve these deficiencies is of questionable logic.

Forgetting the humanistic approach to the question, the economic implications of the problem necessitate rapid action. The purpose of this section is to present educationally significant information regarding the characteristics and background of the inmates in correctional institutions of Arizona in order to design educational programs to fit the needs of this particular group. More specifically, questions under consideration are; (1) Is an educational need indicated by the various educational levels of Arizona inmates at time of confinement? (2) What various age groups are represented in a correctional institution of Arizona? (3) Does the average length of sentence permit enough time to educationally upgrade the inmate, yet provide enough time at completion of sentence to justify the cost of such training? (4) Will the type of crime for which the inmate was committed hinder successful employment after training and release? (5) How many people are dependant upon these inmates for economic support? (6) To what geographic areas will these inmates return? (7) What previous occupational experiences have the inmates of Arizona institutions had?

The number of daily entrances and releases processed by the Records Division of these institutions hinder the collection of data on a stable population. For this reason, data presented in this section of the report were derived from the records of inmates who were randomly selected as the sample for this study.

Educational Levels Of Arizona Inmates

The task of describing the educational levels represented by Arizona correctional institution inmates involved two methods of reporting. The large discrepancy between education levels the inmates claimed to have completed, and the level his test scores indicated necessitated this double form of presentation.

The figures shown in Table I indicate the range of educational levels which the inmates in the male section of Arizona State Prison reported to have completed prior to confinement. Unverified claims of educational achievements necessitate the reporting of these data as "education claimed". It is interesting to note that only approximately 26% of the inmates even claimed to have completed at least the 12th grade. On the basis of claims alone, this would indicate that there are almost 3/4 of the inmates in Arizona State Prison who have a remote potential for educational upgrading. Well over 1/3 claim to have completed less than the 8th grade. Table II indicates the claimed educational level of female adult inmates in the Arizona State Prison for the sample selected. While the claimed educational achievement of the female inmates is considerably higher than that of the males, a definite need for educational upgrading still exists.

Table III presents the claimed educational levels of juvenile inmates of Arizona correctional institutions. In this sample, the entire sample population claimed less than high school education. The educational levels which the same three groups scored on the California Achievement Test are revealed in Tables IV,V and VI. At this point, it should be mentioned that these standardized tests generally indicate that grade equivalents up to 10.0 may be considered to reflect accurately the achievement in various subjects of pupils of designated grade status. Beyond 10.0 however, the grade equivalents assigned to the scores are derived by a process of extrapolation and generally cannot be interpreted as signifying the performance typical fo the indicated grade placement....The grade equivalents beyond 10.0 are, however, comparable from subgrade placement and is always assigned to the score having a given percentile rank in the 9th grade distribution.

Although over 1/4 of the adult male inmates claimed to have completed the 12th grade or higher, scores on the C.A.T. indicate that only one person, or 2.5% of the population, actually test-out at this level. It is also interesting to note that almost 1/2 (47%) of the adult inmate population test-out at 7th grade or below in achievement.

Data are incomplete for the adult female population, since some of the older females in the sample had not been administered this particular diagnostic instrument.

With respect to realistic claims, it would appear that the claims of the inmates of Arizona State Industrial School are much more in line with their actual achievement than that of the adult inmates. Still, almost 2/3 of the population of Arizona State Industrial School test-out at the 8th grade level or below. In concluding this particular phase of this section, it is interesting to note that the inmate population not only claim to be more "average" than they tested, but even claim to be more "average" than the entire population of the country with respect to grade level achievement. Over 60% of the inmate population claimed to have completed more than the 8th grade but less than the 12th grade. However, only about 38% of the national population falls in this category. In so far as the lack of completion of a basic secondary education would be an indicator of need for additional upgrading education, it would seem apparent that these institutions offer fertile ground.

TABLE I

CLAIMED EDUCATIONAL LEVELS OF MALE ADULT INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Highest Grade Completed		Claim Frequency	Per Cent
16+		1	.53
15		0	.00
14		5	2.65
13		4	2.13
12		40	21.28
11		21	11.17
10		20	10.64
9		25	13.29
8		27	14.36
7		15	7.99
6		8	4.26
5		6	3.19
4		8	4.26
3		1	.53
2		1	.53
1		0	.00
0		6	3.19
	Totals	188	100.00

TABLE II

CLAIMED EDUCATIONAL LEVELS OF FEMALE ADULT INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Highest Grade Completed		Claim Frequency	Per Cent
12		3	23.07
11		2	15.38
10		2	15.38
9		0	.00
8		3	23.07
7		2	15.38
6		1	7.69
	Totals	13	99.97*

*Uneven due to rounding of figures

TABLE III

CLAIMED EDUCATIONAL LEVELS OF JUVENILE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Highest Grade Completed		Claim Frequency	Per Cent
11		12	20.00
10		20	33.33
9		20	33.33
8		8	13.33
	Totals	60	99.99*

*Uneven due to rounding of figures

TABLE IV

MEDIAN SCORES ON CALIFORNIA ACHIEVEMENT TEST OF ADULT MALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Intervals		Frequency	Per Cent
12.5-12.9		1	2.50
12.0-12.4		0	.00
11.5-11.9		1	2.50
11.0-11.4		3	7.50
10.5-10.9		2	5.00
10.0-10.4		4	10.00
9.5- 9.9		5	12.50
9.0- 9.4		2	5.00
8.5- 8.9		3	7.50
8.0- 8.4		0	.00
7.5- 7.9		7	17.50
7.0- 7.4		4	10.00
6.5- 6.9		2	5.00
6.0- 6.4		2	5.00
5.5- 5.9		1	2.50
5.0- 5.4		1	2.50
4.5- 4.9		2	5.00
4.0- 4.4		0	.00
	Totals	40	100.00

TABLE V

MEDIAN SCORES ON CALIFORNIA ACHIEVEMENT TEST OF ADULT FEMALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Intervals	Frequency	Per Cent
10.5-10.9	0	.00
10.0-10.4	1	50.00
9.5- 9.9	0	.00
9.0- 9.4	0	.00
8.5- 8.9	1	50.00
8.0- 8.4	0	.00
Totals	2	100.00

TABLE VI

MEDIAN SCORES ON CALIFORNIA ACHIEVEMENT TEST OF JUVENILE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Intervals	Frequency	Per Cent
12.0-12.4	0	.00
11.5-11.9	1	1.67
11.0-11.4	2	3.33
10.5-10.9	3	5.00
10.0-10.4	1	1.67
9.5- 9.9	6	10.00
9.0- 9.4	4	6.66
8.5- 8.9	1	1.67
8.0- 8.4	4	6.66
7.5- 7.9	7	11.67
7.0- 7.4	8	13.33
6.5- 6.9	6	10.00
6.0- 6.4	8	13.33
5.5- 5.9	4	6.66
4.5- 4.9	4	6.66
4.0- 4.4	1	1.67
3.5- 3.9	0	.00
Totals	60	99.98*

*Uneven due to rounding of figures

The occupational experiences of inmates prior to incarceration are indicated in Tables VII, VIII and IX. This type of information provides the planners of future occupational programs with valuable insights. Over one-half of the entire prison population have been employed in occupations which require little or no training, whereas only one-tenth of the national labor force were working in these categories during the last census (1960). Persons at this particular skill level have a consistantly higher unemployment rate than those employed in other occupational categories. In Arizona, only 1 out of 10 inmates have ever held employment in one of the stable-employment categories (a. professional, technical and kindred workers; b. managers, officials and proprietors; c. clerical and sales workers; d. craftsmen and kindred). In contrast, almost 4 out of 10 workers are employed in these stable categories on a national basis.

These data would tend to indicate that unless training is provided for this majority that need training or re-training, many of the inmates will be released only to return to a life of occupational misery resulting in economic distress (one of the prime causes of recidivism).

TABLE VII

OCCUPATIONAL EXPERIENCES OF ADULT MALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Occupational Category	Number	Per Cent
Professional, technical, and kindred workers	10	5.20
Managers, officials, and proprietors, including farm	0	.00
Clerical and sales workers	9	4.69
Craftsmen, foremen, and kindred workers	61	31.77
Operatives and kindred workers	2	1.04
Service workers, including private household	25	13.02
Laborers (except mine) and farm laborers and farmers	85	44.27
Totals	192	99.99*

*Uneven due to rounding of figures

TABLE VIII

OCCUPATIONAL EXPERIENCES OF ADULT FEMALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Occupational Category	Number	Per Cent
Professional, technical, and kindred workers	1	7.69
Managers, officials, and proprietors, including farm	0	.00
Clerical and sales workers	2	15.38
Craftsmen, foremen, and kindred workers	2	15.38
Operatives and kindred workers	1	7.69
Service workers, including private household	6	46.15
Laborers (except mine) *and farm laborers* and farmers	1	7.69
Totals	13	99.98*

*Uneven due to rounding of figures

TABLE IX

OCCUPATIONAL EXPERIENCES OF JUVENILE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Occupational Category	Number	Per Cent
Professional, technical, and kindred workers	0	.00
Managers, officials, and proprietors, including farm	0	.00
Clerical and sales workers	0	.00
Operatives and kindred workers	1	2.70
Service workers, including private household	14	37.84
Laborers (except mine) and farm laborers and farmers	22	59.46
Totals	37	100.00

As indicated in Tables X, XI, XII, approximately one-fourth of the population of Arizona State Prison is between the age of 18-25, the critical period in life when most young people are starting their careers and beginning their families. Almost 18% of the total prison population in Arizona consists of teenagers. This is extremely disturbing in light of the fact that this group is being exposed to an environment of distorted values and attitudes during these formative years,-an environment which can scar them for the remainder of their lives. National statistics also indicate that the younger a person is at the time of their first arrest, the more likely they are to receive a second conviction. A person below age 18 arrested for the first time has a 40% chance for recidivism, whereas, a person who is over age 35 at the time of the first conviction has less than a 10% chance for recidivism.

This discourse is not intended to present the reader with an elementary course in criminal statistics, but rather to indicate the need for programs of a rehabilitative nature for the many young people in our institutions.

TABLE X

AGES OF ADULT MALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Ages	White	Per Cent	Non-White	Per Cent	Total Number	Total Per Cent
51-	7	7.00	6	6.59	13	6.81
41-50	15	15.00	17	18.68	32	16.75
36-40	15	15.00	12	13.19	27	14.14
26-35	42	42.00	29	31.87	71	37.17
17-25	21	21.00	27	29.67	48	25.13
0-16	0	.00	0	.00	0	.00
Totals	100	100.00	91	100.00	191	100.00

TABLE XI

AGES OF ADULT FEMALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Ages	White	Per Cent	Non-White	Per Cent	Total Number	Total Per Cent
51-	1	11.11	-	-	1	7.69
41-50	1	11.11	1	25.00	2	15.38
36-40	-	-	-	-	-	
26-35	3	33.33	2	50.00	5	38.46
17-25	4	44.44	1	25.00	5	38.46
0-16	-	-	-	-	-	
Totals	9	99.99*	4	100.00	13	99.99*

*Uneven due to rounding of figures

TABLE XII

AGES OF JUVENILE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Ages	White	Per Cent	Non-White	Per Cent	Total Number	Total Per Cent
17 18	10	40.00	13	37.14	23	38.33
15-16	15	60.00	22	62.86	37	61.67
Totals	25	100.00	35	100.00	60	100.00

In addition to age, and other important factors which must be considered in a rehabilitation program for correctional institutions, are the amount of time required for training, and the number of productive years an individual has left at the completion of such a rehabilitation program. These factors are essential in determining the economic practicality of engaging the inmate in a general and vocational education rehabilitation program. Tables XIII and XIV contain figures for sentence length of the age groups reported in Tables X, XI and XII. The sentences vary in length from two years to life for the majority of incarcerated individuals. A few unusual sentence patterns have occured among the inmates, but not in great enough frequency to warrant the inclusion of additional categories for them.

Approximately 20% of the individuals incarcerated in Arizona prisons have sentences greater than 10 years in length. At the other extreme, almost 60% of the inmates have sentences which are five years or less. Of this group of inmates with sentences of five years or less, only 23 (approximately 20%) are over age 40. In the group who have sentences of 10 years or less than 15% are over age 40. These data would tend to indicate that at least 80% of the inmates in Arizona correctional institutions will still be young enough when they are released from prison to make vocational rehabilitation an economic feasability.

TABLE XIII

LENGTH OF SENTENCE IN RELATION TO AGE FOR ADULT MALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Sentence in Years	Age Groups						Total Number	Total Per Cent
	51-up	41-50	36-40	26-35	17-25	0-16		
2	3	8	7	23	22	0	63	33.16
3	0	2	1	10	7	0	20	10.53
4	0	4	2	6	6	0	18	9.47
5	0	6	1	3	2	0	12	6.32
6	0	3	3	5	1	0	12	6.32
7	0	4	0	2	1	0	7	3.60
8	0	0	2	3	0	0	5	2.63
10	0	1	0	8	5	0	14	7.36

TABLE XIII (Contd.)

LENGTH OF SENTENCE IN RELATION TO AGE FOR ADULT MALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Sentence in Years	Age Groups						Total Number	Total Per Cent
	51-up	41-50	36-40	26-35	17-25	0-16		
15	2	0	2	5	0	0	9	4.74
20	0	1	3	1	1	0	6	3.16
40	1	0	4	0	0	0	5	2.63
99	2	0	0	0	0	0	2	1.05
Life	5	3	1	5	3	0	17	8.95
Totals	13	32	26	71	48	0	190	100.00

TABLE XIV

LENGTH OF SENTENCE IN RELATION TO AGE FOR ADULT FEMALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Sentence in Years	Age Groups						Total Number	Total Per Cent
	51-up	41-50	36-40	26-35	17-25	0-16		
2	0	0	0	2	1	0	3	23.07
3	0	0	0	1	2	0	3	23.07
5	0	1	0	0	0	0	1	7.69
8	0	0	0	1	1	0	2	15.38
10	0	0	0	1	0	0	1	7.69
15	0	1	0	0	0	0	1	7.69
17	0	0	0	0	1	0	1	7.69

TABLE XIV (Contd.)

LENGTH OF SENTENCE IN RELATION TO AGE FOR ADULT FEMALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Sentence in Years	Age Groups						Total Number	Total Per Cent
	51-up	41-50	36-40	26-35	17-25	0-16		
99	0	0	0	0	0	0	0	
Life	1	0	0	0	0	0	1	7.69
Totals	1	2	0	5	5	0	13	99.97*

*Uneven due to rounding of figures

Studies which have been conducted to ascertain employer attitude toward the employment of former inmates have been relatively uniform in their findings. One of the most recent studies to deal with this topic was conducted by Gerald Farkas. Of the employers in his survey who are willing to hire a former inmate, a majority stated exceptions for men convicted of certain types of crimes. The type of felonies which are mentioned with greatest frequency are: (1) narcotics violations; (2) crimes of a sexual nature; (3) homicide.[12]

In light of these facts, it would seem important to consider the types of felonies for which the inmate population of the Arizona system of corrections have been committed. The number of men convicted for the various types of felonies are indicated in Tables XV, XVI, and XVII.. It should be noted that of all of the different types of convictions reported, only approximately 25% were incarcerated for crimes which, according to research done in this area, would lead to difficulty in obtaining employment after their release.

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[12] Farkas, Gerald, "Industrial Employer Attitudes Toward Hiring Men With Criminal Records," Personnel Administrators, (July-August, 1961), pp.6-7.

[13] Glaser, Daniel. op. cit., p. 352.

These future potential employers are possibly unaware that rapists and murderers have a greater statistical possibility of having successful parole than almost all other types of parolees.[13] Nevertheless, more than 75% of all convictions were of the type in which employers generally express confidence.

TABLE XV

FELONY CONVICTIONS OF ADULT MALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Type of Felony	Number Convicted	Per Cent of Total Population
Homicide	29	14.87
Robbery	30	15.38
Sex Crimes	15	7.69
Assault	16	8.21
Burglary (and Breaking and Entering)	44	22.56
Auto Theft	20	10.26
Other Larceny	0	
Narcotics Violations	14	7.18
Escape	1	.51
Forgery	16	8.21
Other Offenses	10	5.13
Totals	195	100.00

TABLE XVI

FELONY CONVICTIONS OF ADULT FEMALE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Type of Felony	Number Convicted	Per Cent of Total Population
Homicide	5	41.67
Robbery	0	.00
Sex Crimes	0	.00
Burglary (and Breaking and Entering)	1	8.33
Auto Theft	1	8.33
Forgery	5	41.67
Totals	12	100.00

TABLE XVII

FELONY CONVICTIONS OF JUVENILE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Type of Felony	Number Convicted	Per Cent of Total Population
Homicide	0	.00
Robbery	16	9.04
Sex Crimes	1	.56
Assault	10	5.65
Burglary (and Breaking and Entering)	38	21.47
Auto Theft	30	16.95

TABLE XVII (Contd.)

FELONY CONVICTIONS OF JUVENILE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Type of Felony	Number Convicted	Per Cent of Total Population
Other Larceny	10	5.65
Narcotics Violations	12	6.78
Escape	0	.00
Forgery	0	.00
Other Offenses	60	33.90
Totals	177	100.00

The data reported for number of dependents of inmates is covered in Table XVIII. Of the inmates who reported one or more dependents, there was a total of 254 dependents, or a mean of approximately 3.5 children per inmate. These data are related to the need of the inmate to obtain sufficient general education and job skills in order for him to qualify for an occupation which will provide an income sufficient for him and his dependents. These type of data have economic implications in that through successful occupational training and subsequent employment, there would be a possibility for eliminating the necessity of having to support the inmate and his dependent wife and children through some type of public financial assistance program.

TABLE XVIII

NUMBER OF DEPENDENTS REPORTED BY INMATES

Number of Dependents	Adult Male	Per Cent	Adult Female	Per Cent
11	1	1.38	0	
9	2	2.78	1	14.29
8	2	2.78	0	

TABLE XVIII (Contd.)

NUMBER OF DEPENDENTS REPORTED BY INMATES

Number of Dependents	Adult Male	Per Cent	Adult Female	Per Cent
7	2	2.78	0	
6	2	2.78	0	
5	5	6.94	1	14.29
4	18	25.00	1	14.29
3	19	26.39	1	14.29
2	8	11.11	1	14.29
1	13	18.06	2	28.55
Totals	72	100.00	7	100.00

The number of inmates who will continue to reside in the State of Arizona upon completion of their sentence cannot be predicted with absolute accuracy due to the ever increasing rate of mobility of our population in general. However, one of the most reliable predictors in the past has been their place of residence prior to confinement.

The residence of inmates prior to confinement is indicated in Table XIX. It is extremely interesting to note that of the 1708 men reported, well over 75% were from the two Arizona metropolitan districts of Maricopa County and Pima County. Almost 60% originated from Maricopa County. This information is essential to those who will be setting up additional vocational programs in order that the programs selected will be representative of occupations generally found in a district to which the inmate is likely to return. Naturally, if less than 20% will be returning to agrarian areas of the State, it would be unlikely that a large number of agriculturally oriented programs should be included. By the same token, if the majority are returning to the industrial centers of the State, we must naturally look to those occupations commonly found in this type of area.

TABLE XIX

PERCENTAGE OF INMATE POPULATION COMMITTED FROM EACH COUNTY

County	Number	Per Cent
Apache	9	.53
Cochise	35	2.05
Coconino	31	1.81
Gila	18	1.05
Graham	18	1.05
Greenlee	3	.18
Maricopa	961	56.27
Mohave	34	1.99
Navajo	51	2.99
Pima	350	20.49
Pinal	45	2.63
Santa Cruz	18	1.05
Yavapai	29	1.70
Yuma	106	6.21
Totals	1708	100.00

TABLE XX

GENERAL APTITUDE TEST BATTERY AREA MEAN SCORES FOR JUVENILE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Area	Mean Score Frequency
Intelligence	35
Verbal	12

TABLE XX (Contd.)

GENERAL APTITUDE TEST BATTERY AREA MEAN SCORES FOR JUVENILE INMATES OF ARIZONA CORRECTIONAL INSTITUTIONS

Area		Mean Score Frequency
Numerical		24
Spatial		15
Form Perception		45
Clerical Perception		33
Motor Coordination		88
Finger Dexterity		44
Manual Dexterity		166
	Total	462

SECTION V

INMATE PERCEPTIONS OF THE REHABILITATION PROGRAM

In this section of the report, information will be presented which should offer the reader some insights into the inmates' perception of the rehabilitation programs, its problems, and limitations.

Student Placement And Follow-up. Even though the inmate student earnestly attempts to upgrade himself educationally and occupationally, he often experiences difficulty in obtaining a job after his release from prison The problem becomes more serious for those who are applying for a parole, since it is generally standard procedure to require the inmate to provide proof of employment possibility before his parole request can be approved. Although many factors affect the inmate student's ability to secure employment, one major obstacle is his lack of contact with the outside world of work. Obviously, an inmate who is about to be released from prison must make attempts to find employment prior to his release, whether he is going out on parole status or straight time. If employment is not found, obviously a releasee would not be able to support himself and thereby would be subject to pressures which may lead again to crime and return to prison. A study of parolee earnings in Virginia over a 12 year period and the proportion of parolee violations shows a direct relationship between low earnings and high parole violations. For example, more than 40% of the releasees who have had monthly incomes of less than $50 violated parole as compared with 10% of the releasees who earn more than $275 a month.[14]

The lack of skill of the ex-prisoner is compounded by the prevalence of local, state, and federal restrictions on their employment. As an example, restrictions may hinder getting an automobile operator's or chauffeur's license in a number of states; or getting a government job or working in a business which is associated even remotely with alcoholic beverages. Thus, an ex-convict may be denied employment in a hotel or restaurant which handles alcoholic beverages, even though the inmate is not in contact with them. The ex-convict frequently finds it difficult in many states to obtain a barber's permit. Such is the case in Arizona. An interesting paradox appears at this point. While the Federal government is pouring hundreds of thousands of dollars and offering encouragement for rehabilitation programs in correctional institutions, it also prohibits contractors who hold Federal government contracts from hiring ex-convicts.

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[14] The Virginia Parole System-An Appraisal Of Its First Twelve Years,(Charlottesville, Virginia: Bureau of Public Administration, University of Virginia, May, 1955) p. 106.

These restrictive employment patterns prevail, in varying degrees, in most states in the country.

In addition, a number of bonding companies refuse to provide bonds for ex-prisoners. This prohibits the ex-prisoner from finding jobs in financial institutions, insurance companies, and any other agency which requires bonding. Both of these forementioned economic activities represent two of the more rapidly expanding areas of employment.

As mentioned in an earlier section of this study, legal and financial provisions exist for providing a placement service for inmates who are graduates of the vocational education program. The author of this report thought it would be interesting to find out what the inmates thought about an institutional placement service. During the interviews with the inmates selected in the sample, they were asked if they would be willing to utilize the services of an institutional placement service. The results of this part of the survey are presented in Table XXI. It is indeed interesting to note that over 90% of all the inmates interviewed expressed a high degree of willingness for this type of placement service and indicated that they would be willing to utilize these services.

TABLE XXI

NUMBER AND PERCENT OF INMATES IN ARIZONA CORRECTIONAL INSTITUTIONS EXPRESSING WILLINGNESS TO UTILIZE AN INSTITUTIONAL PLACEMENT SERVICE

Institution	Inmates Interviewed	Would Participate Number
Men's Prison, Florence	136	112
Women's Prison, Florence	9	7
Juvenile Prison, Ft. Grant	37	30
Totals	182	149

In one Arizona institution, Arizona State Industrial School, it is possible for the inmates to earn a financial stipend by engaging in certain types of approved employment while confined. The effect which this has on participation in the educational programs is presented in Table XXII. It is interesting to note this possibility of extra pay is indicated as discouragement for entering the educational program. Of the 60 boys interviewed at the Arizona State Industrial School, 26 stated that this factor discouraged them from participating in an educational program to a great extent. Twenty-seven stated that pay possibilities had some effect on their decision not to participate. Less than 5% of the boys interviewed at Ft. Grant indicated that the possibility of pay elsewhere affected their decision not to enter a program.

TABLE XXII

INMATE OPINIONS OF THE EXTENT TO WHICH HIGHER PAY RATES IN PRISON INDUSTRIES DISCOURAGE EDUCATIONAL PARTICIPATION

	Very Much	Some	Very Little	None
	Number	Number	Number	Number
Juvenile Prison, Ft. Grant	26	27	4	3
Totals	26	27	4	3

One important factor which must be considered in establishing vocational education programs is the perceived needs and desires of the groups to be served. Granted, this is only one criteria, but an extremely important one. If programs are designed and facilities built and equipped for programs that the inmates have no interest in, the chances for success are extremely remote. For this reason, the inmates which were interviewed were asked: "What occupation would you prefer to receive training in which is not presently taught at your institution?" The results of this question are presented in Tables XXIII,XXIV and XXV. It is interesting to note that at the Arizona State Industrial School at Ft. Grant, only four boys out of the total sample responded to this question. This would seem to indicate that the inmates are satisfied with the existing offerings to a great extent. Another interesting, but disheartening point which was uncovered in this interview was that of the adult females in the sample: The highest frequency on any occupational choice was in an occupation which is prohibited by Arizona law at the present time. This occupation is that of cosmetologists as indicated in Table XXIV.

Several interesting things were uncovered in the interviews with the adult male inmates at Florence. The occupation mentioned with the greatest frequency by the male inmates: that of automechanics and welding, are currently being offered at that institution. These programs are not only being offered, but also the author would rank them among the best that we have in the State with respect to quality. For that reason, it is extremely interesting that over 25% of the men in the sample stated that the reason they were not engaged in occupational education was because the programs they desired were not being offered. One of the two possibilities seem possible: (1) the inmates are unaware of the opportunities that exist for them in the institution; or (2) there is a need for expanding popular programs which are over crowded and limit enrollment. Most of the occupations stated as preference appeared to be realistic choices which were well within the reach of the average inmate at Arizona State Prison.

TABLE XXIII

JUVENILE INMATES PREFERENCE OF TRAINING WHICH IS NOT PRESENTLY TAUGHT

Preferred Classes	Frequency	Per Cent
Bakery	1	25.00
Upholstery	1	25.00
Plating	1	25.00
Laundry or Fry Cook	1	25.00
Totals	4	100.00

TABLE XXIV

ADULT FEMALE INMATES PREFERENCE OF TRAINING WHICH IS NOT PRESENTLY TAUGHT

Preferred Classes	Frequency	Per Cent
Beauty School*	5*	55.56
Hotel Clerk	1	11.11
Lab Technician (hospital)	1	11.11
Switchboard	1	11.11
Totals	9	100.00

*Arizona laws prohibit persons convicted of a felony from entering this occupation.

TABLE XXV

ADULT MALE INMATES PREFERENCE OF TRAINING WHICH IS NOT PRESENTLY TAUGHT

Preferred Classes	Frequency	Per Cent
Art	4	3.48
Auto Mechanics -Welding	29	25.21
Barber*	2	1.74
Blue Printing	1	.87
Bookkeeper*	1	.87
Business Courses	3	2.61
Butcher	2	1.74
Carpenter	6	5.21
Commercial Artist	1	.87
Computer Data	5	4.35
Construction	3	2.61
Cook	5	4.35
Diesel Truck Driving	3	2.61
Draftsman	4	3.48
Electrician	12	10.43
Entertainer	1	.87
Gemology	1	.87
Heavy Equipment & Maintenance	8	6.95
Janitor	1	.87
Masonary	4	3.48
Medical Technology	1	.87
Mining Engineer	1	.87
Music Composition	1	.87

TABLE XXV

ADULT MALE INMATES PREFERENCE OF TRAINING WHICH IS NOT PRESENTLY TAUGHT (Contd.)

Preferred Classes	Frequency	Per Cent
Need Schooling	2	1.74
Photography	2	1.74
Plumber	2	1.74
Printer	1	.87
Radio Broadcasting	1	.87
Radio Repairman	1	.87
Refrigeration & Heating	2	1.74
Service Station Operator	1	.87
Tailoring	1	.87
Work at Golf Course	1	.87
Youth Counselor	2	1.74
Totals	115	100.00

*These occupations and possibly others would be impossible under existing laws due to bonding, etc.

Employment handicaps which had been previously experienced or were anticipated are listed for the readers convenience in Tables XXVI, XXVII and XXVIII. As might well be expected, the reason which was cited with the greatest frequency was that of the criminal record. The handicap which had the greatest frequency among all inmates was the lack of job training. A lack of general education had the third highest frequency among the list of anticipated post-release employment handicaps. It would appear that the inmates have a realistic perception of what is facing them when they are released from the institution.

TABLE XXVI

POST-RELEASE EMPLOYMENT HANDICAPS CITED BY ADULT MALE INMATES OF FLORENCE CORRECTIONAL INSTITUTION

Type of Handicap	Number	Per Cent
Lack of General Education	32	18.93
Age	10	5.92
Health and Physical Disability	6	3.55
Lack of Job Training	37	21.89
Criminal Record	59	34.91
No Handicaps Anticipated	22	13.02
Serving Long Term	3	1.78
Totals	169	100.00

TABLE XXVIII

POST-RELEASE EMPLOYMENT HANDICAPS CITED BY ADULT FEMALE INMATES OF FLORENCE CORRECTIONAL INSTITUTION

Type of Handicap	Number	Per Cent
Health and Physical Disability	1	6.67
Lack of Job Training	1	6.67
Criminal Record	9	60.00
No Handicaps Anticipated	1	6.67
Lack of General Education	2	13.32
Age	1	6.67
Totals	15	100.00

TABLE XXVIII

POST-RELEASE EMPLOYMENT HANDICAPS CITED BY JUVENILE INMATES OF FT. GRANT CORRECTIONAL INSTITUTION

Type of Handicap	Number	Per Cent
Lack of General Education	19	32.20
Age	10	16.95
Health and Physical Disability	2	3.39
Lack of Job Training	5	8.47
Criminal Record	20	33.90
Speech	1	1.69
No Handicaps Anticipated	1	1.69
Too Lazy	1	1.69
Totals	59	99.98*

*Uneven due to rounding of figures

The reasons which were cited by inmates for non-participation in either general of vocational education programs are presented in Tables XXIX, XXX and XXXI. In this part of the interview, the inmate was presented an opportunity to give an "open-ended" answer. As can be seen by the tables, the variety and number of responses are indicative of real thought on the part of the inmates about this question. It is interesting to note that only about 6% of the inmates in Arizona correctional institutions felt that they already had enough education and, therefore, did not need additional upgrading. The second response listed in Table XXIX (courses which suit my needs are not offered) has the highest response frequency of any of the reasons cited by adult male inmates for non-participation in the correctional programs. This correlates with the extremely long list of occupations which inmates desired to be taught presented in Table XXV. At present, there are only three opportunities for inmates at Arizona State Prison to receive vocational training. It would seem apparent that the inmates, as well as other interested parties, are aware of the inadequacy of three offerings. Only 4% of the inmates stated that they didn't have enough time left to make such training feasible.

TABLE XXIX

REASONS CITED BY ADULT MALE INMATES FOR NON-PARTICIPATION IN CORRECTIONAL INSTITUTION EDUCATION PROGRAMS

Inmate's Response	Frequency	Per Cent
Feel I have enough education	8	6.45
Courses which suit my needs are not offered	66	53.22
Prison counselor did not encourage me	9	7.26
Working in prison is more profitable	3	2.42
Quality of instruction is poor	18	14.52
Courses filled up	6	4.84
Couldn't get into welding	4	3.23
Not enough time	5	4.03
Need general education	2	1.61
Starting classes at present	3	2.42
Totals	124	100.00

TABLE XXX

REASONS CITED BY ADULT FEMALE INMATES FOR NON-PARTICIPATION IN CORRECTIONAL INSTITUTION EDUCATION PROGRAMS

Inmate's Response	Frequency	Per Cent
Courses which suit my needs are not offered	3	60.00
Quality of instruction is poor	1	20.00
Haven't had an opportunity	1	20.00
Totals	5	100.00

TABLE XXXI

REASONS CITED BY JUVENILE INMATES FOR NON-PARTICIPATION IN CORRECTIONAL INSTITUTION EDUCATION PROGRAMS

Inmate's Response	Frequency	Per Cent
Courses which suit my needs are not offered	3	37.50
Working in prison is more profitable	3	37.50
Quality of instruction is poor	2	25.00
Totals	8	100.00

SECTION VI

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Conclusions

To the extent that the data are valid, and the samples selected for the study are representative of the institutional population as a whole, the following conclusions seem to be warranted.

Educational levels of the inmate population in Arizona correctional institutions indicate that there is a definite need for general education upgrading. Since the major portion of vocational education in public schools is offered after the 8th grade, and only about 50% of the inmate population claimed to have attended school beyond this level, a majority of the inmates appear to be in need of some type of vocational as well as general education preparation.

The average age and length of sentence of inmates appear to provide enough time for the inmate to obtain a considerable amount of education in occupational upgrading. The average sentence length normally will permit the inmate to have a sufficient number of productive years left when he completes his sentence.

Although inmates convicted for certain types of crime are often not accepted by employers who normally hire ex-convicts, it is concluded that the number of inmates in Arizona prisons with this handicap is not large enough to have a detrimental effect on the efforts of a well-organized educational program.

Although the general education programs which are currently being provided in these institutions offer a quality type of program, there are many inmates who definitely need educational upgrading and are not participating in the program. The extremely low participation rates indicate that the educational phase of the rehabilitation program is not reaching even a minority of the inmate population.

A number of factors may have contributed to this inadequate participation rate. The author would suggest that at the Arizona State Industrial School the possibility of earning pay by those who do not participate would be one of these factors. Naturally, another factor is the fact that they only have facilities for about

10% of the inmates to participate in a general educational program at Arizona State Prison. Inmate indifference to self-betterment must also be cited as a factor. However, this can be overcome by proper application of intrinsic motivation.

No one factor can be objectively labeled as the sole, or major, contributor to this situation, since all factors which were mentioned contribute to the problem. Even if all inmates who have the ability for, and are in need of, educational upgrading could be induced to participate, the existing facilities, equipment and teachers at the time of the study were inadequate to handle the numbers involved. As a group, the instructional staff involved in the education programs in the Arizona correctional institutions at this time are at least equal to or better than those found in the public school classrooms of Arizona. Provisions must be made to insure that this type of instructional personnel is attracted for additional programs.

Unrealistic inmate decisions to neglect the opportunities for educational upgrading suggest that improvement in the vocational and educational guidance services of these institutions is needed.

Although each of the institutions surveyed had libraries, the quality of these facilities generally needed improvement. Budgets are not presently available for such improvement. Low participation rates and high demand suggest that the vocational programs at the Arizona State Prison are definitely in need of expansion. Research which has been done in the field, and the opinions reflected by inmates indicate the necessity for making the placement program, which has been planned, operational.

Recommendations

As previously mentioned, the author of this report has no intentions of offering far reaching recommendations. The task of an indepth analysis of the data presented will be left up to each of the participating agencies, so that they might interpret the data in light of the objectives of their particular governmental agency.

The author will, however, present a few basic recommendations which have resulted from his interpretation of the data, personal observations, and contacts with inmates and administrators of the educational programs.

1. The inmate need for educational and occupational upgrading, and the low participation rates, imply a definite need for additional emphasis on inmate participation in education by custodial and educational personnel in the Arizona Department of Corrections.

2. The services of certified guidance counselors should be provided to assist incoming inmates in making realistic occupational and educational plans.

3. Any situations which do not affect security of the institution but which tend to discourage inmates from obtaining occupational and educational upgrading should be seriously re-appraised in view of the harmful effects they have had on the inmate's motivation to participate in educational programs. While short-term financial savings may be greater, the long-range investment may be lost, since inmates may be discouraged from attempts at rehabilitation.

4. The parolee and the straight time releasee needs for a placement service should be taken into consideration immediately. Separate or combined efforts of the Department of Corrections and the Probation and Parole Board to implement such a service would greatly affect the inmate in his transition from convict to responsible employee. The effectiveness of rehabilitation attempts is lessened if.the inmate has no opportunity to utilize the occupational skills he has acquired.

5. Definite arrangements for a comprehensive follow-up of graduates of these programs who have been released into the labor market should be planned immediately and carried out on a continual basis. A more realistic evaluation of objectives of the educational programs and revision of curricula could be accomplished with data collected from former inmate students. This type of information is also valuable as public relations material.

6. Present student-teacher ratios which are in effect in most of the education programs should be continued. Much of the success which the programs have achieved so far is due to the amount of individual attention the instructor can give these educationally and vocationally retarded students.

7. The participating governmental agencies should encourage and/or underwrite a parametric study of employer attitudes toward hiring ex-convicts in Arizona. Such a study would serve three basic purposes: (1) ascertain employer attitudes toward hiring ex-convicts trained in certain occupations; (2) locate potential placement sites for future graduates; (3) offer immeasurable public relations values for expanded programs.

8. One of the educational personnel in each of the programs should be designated as the educational public relations officer for that institution. This person should be responsible for insuring the complete coverage of the var-

ious educational innovations as presented to the public through the various media in Arizona.

9. Data presented in this study indicate that the general education program at the major state institutions is presently serving only about 20% of the inmates who have a need for educational upgrading. It is recommended that these programs of general education be expanded and that a concentrated effort be made to encourage the educationally deficient inmate to participate. Attempts which are made to encourage inmates to participate in vocational education without first having a sufficient general educational background are in violation of one of the basic premises of a sound vocational education program.

10. Data presented in this study indicate that there is both a need and a desire on the part of the inmate for additional vocational offerings at both institutions. However, if priorities must be established which will conform with financial limitations, it is recommended that the bulk of any additional new programs be directed toward the Arizona State Prison at Florence. This recommendation is made in light of the fact that the Arizona State Industrial School at Ft. Grant currently has almost three times as many vocational programs as the Arizona State Prison, yet is only serving 1/5 the number of people.

11. The present administrative arrangements for the vocational programs between a junior college and a correctional system appears to have many advantages. It is recommended that this present arrangement be continued indefinitely and provisions be made which will insure that the junior college personnel involved have adequate time for the supervision and administrative duties necessary. Any directives which are issued to instructors of these vocational programs should be channeled through the junior college personnel in charge of the program. Multiple administration of teaching activities by the various concerned agencies would lead to confusion.

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